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LEAGUE OF WOMEN VOTERS OF THE BAY AREA

The League of Women Voters of the Bay Area is an I L O (Inter-League-Organization) composed of members of the League of Women Voters of the United States who are enrolled in recognized Local Leagues in the nine Bay Area counties.

Its purpose is to increase the knowledge and effectiveness of the local Leagues in the field of area wide government and to coordinate League work on the metropolitan area level.

This handbook presents the history of LWVBA, its studies and its support positions.

First published in 1968

Revised in 1971

THE LEAGUE OF WOMEN VOTERS OF THE BAY AREA

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## Chapter 1

### POLICY and PROCEDURE for THE LEAGUE OF WOMEN VOTERS OF THE BAY AREA Program: Study and Action

#### LEAGUE ACTION BEGINS WITH STUDY

LWVBA studies begin with program adoption at the Annual Convention held in even numbered years. Adoption of program for a two-year period was begun in May, 1966 to permit Leagues greater flexibility in providing for inclusion of regional agendas in their programs.

Changes in the program in the case of altered conditions may be made as provided in the by-laws.

After study has informed members, and consensus has been reached among the Leagues, a new position is established which can be part of the total program on which action is based.

LEAGUE ACTION is designed to carry out the program adopted. This action can include:

- . information to the community to raise issues and promote discussion
- . interviews with public officials
- . letters to public officials
- . public appearances before governmental bodies with statements and testimony supporting or opposing specific legislation
- . initiation of legislation
- . releases to the press, radio, TV

#### HOW IS LWVBA ACTION TAKEN?

At the regional level, the Board of Directors of LWVBA determines the kind of action and approves plans for action either by the LWVBA Board or in unison with the Bay Area Leagues. If action at the State level is contemplated, prior approval of the State Board must be obtained, or of the State and National Boards when action at the National level is sought.

At the local level, the Board of Directors of a League may determine that action is in order within its particular area and may take action after receiving approval from the LWVBA Board. After action is taken, a copy of the statement made or a report on the nature of the action should be sent to the President of LWVBA.

In any case, the critical questions for action plans are:

- . is the action consistent with the League principle of seeking governmental solutions?
- . is the action appropriate to our program? (It is League policy to ally ourselves with specific issues but not general organizations.)
- . will LWVBA or the member League be effective?



## B E G I N N I N G S

### The First Step

By any of a number of differing calculations, The Leagues of Women Voters of the Bay Area is one of the oldest Bay Area organizations dedicated to a regional concept. With the exception of the Bay Area Council (1945), ours is perhaps the oldest of such groups.

Our story could start with the formation of League County Councils in the late '40s and with their concern about the gaps and the overlapping between city and county services - especially in planning, air pollution, public health and mental health. We could start, too, in 1953 when the National League issued a study outline called "A Guide to a Metropolitan Area Study, which, along with many other statements of the '50s, called attention to the move to the suburbs and to the appearance of severe political and social problems related to economic regions rather than to governmental jurisdictions.

However, the first firm step toward League regional organization in California came in the year 1956-57 when the Bay Area counties were discussing transportation in general, and proposals for Bay Area Rapid Transit in particular.

Interest in transit in the East Bay was intensified by the collapse of the Key System, and the proposed establishing of the Alameda-Contra Costa Transit District for publicly owned bus service. By the opening of the Legislature in 1957, there were bills in the hopper for Bay Area Rapid Transit, and also a Regional District Planning Bill which sharpened League interest. In the hope of being able to take an effective part in the complex and difficult decisions to be made on rapid transit, the Alameda County Council asked for and received permission from the State Board of the League of Women Voters of California to call a meeting of all the Leagues in six counties to consider regional problems and a possible regional organization for Leagues in this area.

On January 10, 1957, there was held the FIRST LEAGUE MEETING in CALIFORNIA concerned with REGIONAL AFFAIRS.

### Ad Hoc Committee

Seventeen Leagues sent representatives to receive and to discuss the Alameda County Council's presentations. The Ad Hoc Committee that was formed held two more meetings and then disbanded because only five of the 17 Leagues wished to devote their limited time and womanpower to regional issues and those five were not geographically distributed throughout the Bay Area.



After this abortive attempt, some Leagues and individual members continued their interest and their efforts to get the Leagues to study metropolitan problems, either through adoption of a state program item or through a metropolitan council of Leagues.

Local studies of planning, city-county relationships, special districts, and metropolitan problems had created the interest. It was stimulated by the difficulty some suburban Leagues were having in choosing local programs of concern to members living outside the corporate limits of the town in which the League was organized.

#### Another attempt, 1959

In February 1959, representatives of Bay Area Leagues met in San Francisco and agreed to try again for a firmer area-wide structure. A proposed agenda and scope were worded on the spot for possible adoption by local Leagues at their forthcoming annual meetings: A study of Bay Area problems and their possible governmental solutions.

Upon call of a temporary planning committee, the organization meeting of the Committee on Bay Area Problems was held in May 1959, with 12 of the then 19 Leagues represented. Eight had adopted the proposed program item; two or three others were working in related fields, and the hoped-for majority of ten Leagues seemed a likely prospect.

#### Steering Committee begins work

The Steering Committee, in addition to elected officers, was composed of item chairmen of Leagues doing the study, and the resource committee of members familiar with the field. Dues were set at \$5 for Leagues doing the study, \$2 for the others.

From the wealth of material available, the resource committee made selections for a kit to make the local Leagues' job relatively painless, to encourage participation then and in the future. All 19 of the Leagues were given copies of the kit. The goal of the year's study was that Leagues reach a "level of awareness". The kit supplied a geographical and political description of the Bay Area; synopses of books and articles on the metropolis, its problems and possible solutions; statements concerning sub-regional problems, seen by members as being of concern in their areas; a resumé of news clippings collected over a period of a year-and-a-half (to indicate regional problems, duplications and gaps in services, efforts at coordination, opinions, and to show the development of the idea of the Golden Gate Authority.)

A majority of ten Leagues did participate in the study, which was coordinated by the monthly meetings of the Steering Committee.

By March, a follow-up study was proposed for adoption by local Leagues, to focus on current proposals relating to metropolitan government in the Bay Area. Priority was to be given to ABAG, organized in 1961; the Golden Gate Authority Bill, in-



troduced in 1961 session of the Legislature, which failed; and the Bay Area Rapid Transit District, created by the Legislature in 1957. Also to be included were regional planning, recreation, the 1960 report of the Governor's Commission on Metropolitan Area Problems, and a bill authorizing a tax increase for the Air Pollution Control District.

By the time of the May 1960, meeting of the Steering Committee nine or ten Leagues had adopted the new item, some with slight changes in wording. A statement of the consensus reached during the first year's study expressed the need for a regional approach to government in the Bay Area, characterized regional problems, and asserted that regional planning was fundamental to the orderly development of the Bay Area.

### Evolving of a Structure

In 1960-61, the resource committee provided a new kit of materials on the study item, again to obviate the need for local Leagues to do their own research. Copies of agency reports were included, and some complete transcripts to give the feel of what key persons were thinking. Leagues were encouraged to observe various agencies' meetings to make their study come alive.

An Executive Committee was created in September, to carry out administrative duties between meetings of the Steering Committee. The formulated policies and procedures were sent to the local Leagues. The functions of the Steering and Executive Committees were seen as analogous to those of the State Convention and the Board in relation to State program.

Action was to be taken in the name of the LEAGUE OF WOMEN VOTERS IN THE BAY AREA, rather than by listing the local Leagues. Note: "League" was singular; the preposition in the title was "in"; both changed later.

By late fall of 1960, there was agreement on four criteria for evaluating area-wide proposals; political responsibility, representation, financing and effectiveness. Also during that year, the idea evolved of a Metropolitan League Day for all members. The continuing responsibility adopted at the final meeting in the spring pledged League support for regional planning, transportation, air pollution control, additional agencies as needed, their eventual consolidation, and measures to insure that they be politically responsive, representative and soundly financed.

Throughout the development of the Regional League, the State and National Boards were interested and permissive observers and allowed the organization to pioneer and to make its own rules. At the end of the first year the State Board suggested that any proposal for a permanent organization should be made in the fall, so that the Leagues would have ample time to discuss it, in preparation for any decision.

An appointed committee completed a draft "Agreement" for October distribution. The drafting committee assumed that to work at the metropolitan level the League needed a structure similar to the State League's. The draft provided for representation of one member for each League, as at State Council, but with the understanding that action would be based on a wide area of agreement among members, not Leagues...

At the annual meeting in April, 1961, more than two-thirds of the Leagues having adopted the agreement, a new permanent organization came into being:

#### THE LEAGUES OF WOMEN VOTERS OF THE BAY AREA



. . . A REGIONAL APPROACH

REGIONAL GOVERNMENT

STUDY and CONSENSUS 1959-60

Bay Area Leagues Steering Committee

ITEM 1959-60

A STUDY OF BAY AREA PROBLEMS AND THEIR POSSIBLE GOVERNMENTAL SOLUTIONS

SCOPE

To determine which problems lend themselves to area-wide governmental solutions in the nine-county Bay Area: to inquire into the efficiency and political responsiveness of existing and proposed area-wide governmental units; and to study and evaluate the various possible forms of government in metropolitan areas.

The first regional study: A study of Bay Area Problems and their possible solutions, was adopted by nine of the 19 Leagues as a local study item for 1959-60.

WHY HAVE THE LEAGUES DIRECTED ATTENTION TO THIS ISSUE?

The rapid growth of the Bay Area after World War II posed problems which appeared beyond solution by local governments, beyond their individual financial and administrative powers to control or ability to provide the necessary services. To meet these regional problems - water and air pollution, traffic congestion, and other public services - governmental action was taken in the form of annexations, administrative agreements, and State-created special districts to meet special needs. Traditional centers of local government, the cities and counties, were being challenged by new governmental entities for the tax dollar, political power and the like. The area lacked a single dominant county encompassing most of the population and land area - the most complex, diffuse and decentralized area in California.

It was altogether appropriate that the Leagues of Women Voters, which have always concerned themselves with government, should turn their attention to this new area of governmental activity.

Regional Government in the Bay Area

When the LWVBA initiated their first study in 1959, the following regional governmental agencies were already in existence: East Bay Municipal Utilities District, 1923; Golden Gate Bridge and Highway District, 1928; East Bay Regional Park District, 1934; San Francisco Bay Regional Water Quality Control Board, 1949; Bay Area Air Pollution Control District, 1955 and Bay Area Rapid Transit District, 1957. In addition to these multi-county single-purpose districts, over 500 special purpose districts (exclusive of school districts) exist in the nine-county Bay Region, covering



such varied services as mosquito abatement, fire protection, recreation, and hospital care.

#### REGIONAL CONSENSUS, May 1960

1. There is need for a regional approach to government in the Bay Area for solution of those problems which are area-wide in character.
2. Examples of such problems, the Leagues believe, are: air and water pollution, transportation, recreation, parks and open spaces. There are certain characteristics common to these problems such as:
  - a.) an area which is too large for one local government to handle (extends beyond the jurisdiction of one particular city or county);
  - b.) an excessive financial burden on a single community;
  - c.) one shared by the entire area and d.) requiring coordination;
  - e.) raising or equalizing standards of service;
  - f.) wasteful duplication of facilities;
  - g.) where the solution to the problem is preferable at the metropolitan (or area-wide) level rather than at the state level.
3. We deplore the multiplicity of limited purpose districts, although we recognize that districts and functional consolidation have been the chief existing means for coping with problems not met by city or county governments. We believe that the special districts approach is useful in dealing with area-wide problems if provision is made for cooperation among them and for their eventual consolidation.
4. We believe that the governing boards of area-wide agencies, units, or districts should be responsive to and representative of the local constituent units.
5. Regional planning is fundamental to the orderly development of the Bay Area.

#### STUDY and CONSENSUS 1960-61 Bay Area Leagues Steering Committee

#### ITEM 1960-61

#### EVALUATION OF CURRENT PROPOSALS RELATING TO METROPOLITAN GOVERNMENT IN THE SAN FRANCISCO BAY AREA

##### SCOPE

Establish criteria by which to evaluate proposals for the development of area-wide agencies.

Methods of representation and financing.



## REGIONAL CONSENSUS, April 1961

### I. Criteria for Evaluating Area-wide Agencies

#### A. Desirability

1. The agency should attack a problem or problems, which are area-wide in nature and which transcend the boundaries of existing local jurisdictions.
2. The agency should increase the effectiveness and efficiency of government in the Bay Area to avoid wasteful duplication of functions.
3. All area-wide agencies, existing or proposed, should be designed so they further the attainment of what appears to be a feasible solution, a metropolitan multi-purpose district. Therefore,
  - a.) the agency should be set up in such a way as to foster close cooperation and, where feasible, eventual consolidation with other area-wide agencies;
  - b.) there should be provision for dissolution of the agency when it has served its purpose or when its functions can be better handled by another agency.

#### B. Effectiveness

1. The agency should have clearly defined powers, adequate for the performance of its assigned functions.
2. The agency should be provided with adequate revenues, with the financing burden equitably distributed over the area. No single purpose agency should have a monopoly on revenue-producing functions. Fund consolidation may be best for a multi-purpose district.
3. The agency's boundaries and jurisdictions should be clearly defined and must comprise a geographic area large enough to permit effective exercise of functions.

#### C. Responsibility and Representation

1. The board of directors should be responsible to the electorate in the area concerned.
  - a.) Constituent unit representation is desirable, though
  - b.) direct election should be weighed as a possible alternative for a metropolitan multi-purpose district.
2. Representation should be based upon population

as well as geographic factors. This is not essential when a body is advisory only.

3. There should be effective provision for public hearings and for keeping the public informed of the agency's purpose and actions.

## II. Decisions Upon Current Measures

- A. We support the formation of the Association of Bay Area Governments, in the hope that it will provide a forum in which Bay Area problems may be discussed and constructive solution be advocated. We emphasize that the Association is not in itself a solution, or an alternative to other proposals, but rather a means by which agreement and appropriate action can be facilitated. It should be reevaluated periodically.
- B. We support area-wide planning as an absolute necessity, preferably as a function of a multi-purpose district, or failing that, as the function of an area-wide agency which is designed for cooperation and eventual consolidation with other area-wide agencies.

These wide-ranging studies and conclusions were condensed into the first Position, adopted in May, 1961...

In order to facilitate the solution of problems affecting all the communities of the Bay Area, the Bay Area Leagues support:

- regional planning
- improvement of area-wide transportation facilities
- effective air pollution control
- the development of needed area-wide agencies and of measures looking toward the eventual consolidation of existing and future area-wide agencies
- governmental participation in advisory agencies established for the discussion of Bay Area problems
- measures to insure political responsiveness, equitable representation, and
- sound financing in area-wide agencies.

The broad scope of the initial studies and the equally broad findings reported at the annual meetings of 1960 and 1961 have provided framework within which much of the subsequent studies and action by LWVBA have taken place.

In 1961 the Association of Bay Area Governments (ABAG) came in to being, the Bay Area Transportation Study Commission (BATSC) in 1963.

At the same time, the Local Agency Formation Commission Act was passed, requiring the creation of such a commission in each county, with powers to approve or disapprove, wholly or in part, with or without amendment, the incorporation of new cities in the county and the annexation or formation of special districts.



## The Role of the Federal Government

Federal action has also given a strong thrust to a regional approach. The federal government is moving to require multi-functional plans as a condition of aid for a single project. With the National Housing Act of 1954 and subsequent measures, area-wide planning has become increasingly acceptable as the logical way to solve regional problems. The Housing Act of 1961 specified that a metropolitan plan must be submitted before federal funds were released; the Federal Highway Act of 1962 provides that localities must submit a comprehensive metropolitan transportation plan and establish a permanent planning agency to qualify for funds. An area seeking funds for highway construction under the 1964 Transit Act must make a comprehensive plan, including plans for housing, water supply, etc. Since the value of metropolitan planning is lost if the local government can withdraw at will, federal power is being given to metropolitan agencies. Under the Model Cities and Metropolitan Development Act of 1967, requests for funds must be reviewed by an agency designated as the metropolitan planning body - in this area ABAG - local projects considered consistent with "coordinated planned metropolitan development" become eligible for supplemental federal grants of up to 20 per cent.

Increasing awareness by the Leagues of the complexity of governments in the region led LWVBA again to consideration of regional government.

### ITEM 1964-65

EXAMINATION OF ALL GOVERNMENTAL STRUCTURES, PRESENT OR PROPOSED, CONCERNED WITH DEVELOPING AND IMPLEMENTING A BAY AREA REGIONAL PLAN.

### REGIONAL CONSENSUS, May 1965

"A multi-functional mechanism should be established by law to coordinate the solution of regional problems in the San Francisco Area."

### ITEM 1965-66

THE LEAGUES OF WOMEN VOTERS OF THE BAY AREA WILL CONTINUE TO EVALUATE AND SUPPORT THE DEVELOPMENT OF NEEDED AREA-WIDE AGENCIES INTO A REGIONAL MULTI-FUNCTIONAL MECHANISM FOCUSING ON POLITICAL RESPONSIVENESS, EQUITABLE REPRESENTATION, SOUND FINANCING AND WORKABLE INTER-GOVERNMENTAL RELATIONSHIPS.

In the 1965 consensus the Leagues agreed that an area-wide government should be formed by law to define, to study and to implement proposed solutions for regional problems. It was not sufficient for a regional agency to have power only to plan for regional needs; it was necessary that it have power to execute any plans which are developed.

By the wording LWVBA had already determined one facet of such a mechanism; it should be concerned with regional problems only and local government should continue to be responsible for and seek its own solutions for purely local problems.

#### REGIONAL CONSENSUS, May 1966

The 1965-66 study and consensus clarified our earlier position and established certain criteria for regional government proposals.

#### TOTAL POSITION ON THE REGIONAL LEVEL

The Leagues of Women Voters of the Bay Area support:

1. Regional planning as a basis for all area-wide activities
2. A moratorium on Bay fill until a regional plan is achieved
3. Measures intended to insure adequate parks and open space
4. Effective air pollution control
5. Improvement of area-wide transportation facilities
6. Government participation in advisory agencies established for discussion of Bay Area problems
7. The development of a regional multi-functional government which
  - a.) includes directly elected representatives or a combination of directly elected representatives and representatives appointed by cities and counties
  - b.) is soundly financed, making use of federal, state or local funds
  - c.) has necessary communication with appropriate agencies of government.

The Leagues of Women Voters of the Bay Area apply the following  
CRITERIA to regional government proposals:

1. Sound financing - making use of federal, state and local sources
2. A governing board composed of all directly elected representatives, or a combination of directly elected and appointed representatives
3. Equitable representation
4. Workable relationships with other levels of government
5. Clearly defined powers, limitation, and functions without unnecessary duplication
6. The ability to alter boundaries and functions as conditions change
7. The capacity to merge with other governments for improved operation
8. Full recognition that authority should reside with the practical level of government closest to the people.



In 1965 the Legislature created the Bay Area Conservation and Development Commission (BCDC). The Commission was charged with the development of a comprehensive plan for the Bay and its shoreline. In 1969 BCDC became a permanent regional agency with powers to implement the Bay Plan.

The Joint Legislative Committee on Bay Area Regional Organization (BARO) was established in 1967 with the purpose of making recommendations to the 1969 Legislature on regional organization for the Bay Area.

#### ACTION ITEM 1966-68

Continuing interest in the subject of regional government led to adoption of the 1966-68 action item, which emphasized an educational program - including speakers bureau, publications and public meetings.

Of particular significance in any action is Bay Area Leagues' consensus, explicit or implicit, on the following: the nine-county basis for the Bay Area; the regional nature of problems of air and water pollution, solid waste disposal, transportation, open space; criteria for determining area-wide problems.

Impending recommendations to the Legislature by the Joint Legislative Committee on Bay Area Regional Organization (BARO) for the establishment of a regional government and proposals advanced by the Association of Bay Area Governments (ABAG), the Bay Conservation and Development Commission (BCDC), and other agencies led LWVBA to adopt:

#### ITEM 1968-70

##### EVALUATION OF CURRENT PROPOSALS RELATIVE TO REGIONAL GOVERNMENT REGIONAL CONSENSUS, May 1970

The League of Women Voters of the Bay Area supports:

The establishment of a regional government for the nine Bay Area counties through legislative action, which includes

- a) representatives directly elected from newly established, equally apportioned districts,
- b) a consolidated structure
- c) financing by a form of personal income tax, and other available sources of income excluding property tax
- d) the power of eminent domain
- e) a mechanism for periodic review
- f) development of a regional plan - to coordinate all planning in the Bay Area; to create an environmental quality favorable to the entire Bay Area that considers physical and social needs, and maintains local identity; and to include as planning elements:

- 1) pollution - air, water, noise
  - 2) transportation- rapid transit, highways, air and sea ports, rail and water transit
  - 3) conservation and development of the Bay and its shoreline
  - 4) parks and open space
  - 5) sewage and waste disposal
  - 6) housing.
- g) mandatory compliance in the implementation of the regional plan
  - h) workable relationship with other levels of government that may possibly be achieved through:
    - 1) clearly defined areas of responsibilities
    - 2) mandatory public hearings
    - 3) mechanism for dissemination of information and inter-communication with other levels of government
    - 4) granting and withholding of funds.

#### ITEM 1970-72

ACTION AND COMMUNITY EDUCATION TO IMPLEMENT OUR POSITION ON REGIONAL GOVERNMENT.

#### WHAT ACTION HAVE LWVBA AND LOCAL LEAGUES TAKEN ?

##### Examples:

- 1960 - LWVBA opposed formation of Golden Gate Authority on the grounds that no agency should have monopoly on income-producing facilities.
- 3/62 - LWV-Vallejo asked Solano County Supervisors to consider joining ABAG in statement before the Board.
- 2/63 - LWVBA published Regional Concept.
- 7/63 - LWVBA joined as participating organization in Bay Area Congress of Citizens Organization (BACCO) to aid regional dialogue.
- 7/63 - LWV-San Francisco urged San Francisco participation in proposed regional planning study of ABAG before the above-named committee.
- 1/64 - LWV-San Francisco supported entry into ABAG before committee of Board of Supervisors.
- 11/65 - Leagues in Santa Clara County acted as co-sponsors for a conference, The Shape of Our Future, at Foothill College, Los Altos.
- 1/66 - LWV-Diablo Valley and Richmond were among co-sponsors of conference, The Shape of Our Future, for Contra Costa County.



- 4/66 - LWVBA commended ABAG upon formation of its Goals and Organization Committee.
- 6/66 - LWV-Alameda County Council asked Board of Supervisors to give its support to ABAG's request for more sizable budget, to enable it to prepare a master plan for the Bay Area.
- 9/66 - LWVBA testified before Assembly Interim Committee on Municipal and Local Government hearing on EBRPD, stating LWVBA position against duplication of services by overlapping regional entities and creation of a regional government in which all regional functions could be combined under one democratic administration.
- 10/66 - LWVBA endorsed the concept of regional home rule for the Bay Area as proposed by the Goals and Organization Committee of ABAG.
- 4/67 - LWVBA testified before Senate Governmental Efficiency Committee in support of SCR 41 (McAteer) creating a Government Legislative Committee on Bay Area Regional Organization.
- 3/68 - Leagues in each of the nine Bay Area counties testified at the hearings held by the Joint Legislative Committee on Bay Area Regional Organization, supporting concept of regional government.
- 11/68 - Local Leagues interviewed legislators asking their opinions on regional government proposals and informing them of our study.
- 6/69 - LWV of Central and Southern Marin commended Assemblyman William T. Bagley for sponsoring AB 1846, and urged him to consider including directly elected officials in the legislative body of the Regional Home Rule Agency.
- 6/69 - LWVBA urged continuation of the Bay Area Regional Organization Committee (BARO) as an interim committee.
- 6/69 - LWVBA in a letter to the Local Government Committee stated LWVBA interest in AB 711 and AB 1846 and included LWVBA's recently adopted position on regional government.
- 1/70 - LWVBA board members interviewed legislators and decision makers, urging introduction of a strong regional government bill and informing them of our consensus.
- 6/70 - LWVBA testified before Local Government Committee in support of AB 2310-Regional Government bill (Knox).
- 7/70 - LWVBA asked Local Leagues to write to members of Senate Governmental Organization Committee for support of AB 2310, emphasizing the positive aspects of this bill.
- 10/70 - LWVBA board member gave talk to senior government class of Campolindo High School on regional government.
- 11/70 - LWVBA executed plans for two one-hour television panel discussions by Bay Area legislators on regional government in cooperation with Channel 2-KTVU's "Head On" program.

. . . . A REGIONAL APPROACH  
TRANSPORTATION

ITEM - 1962

EVALUATION OF AREA-WIDE TRANSPORTATION FACILITIES

WHY HAVE THE LEAGUES DIRECTED ATTENTION TO THIS ISSUE ?

Rapid transit was one of the two subjects of proposed legislation that brought the Bay Area Leagues together in the Ad Hoc Committee of 1957. The East Bay Leagues had been interested in the formation of the Alameda-Contra Costa Transit District (AC Transit) in 1956, when the Alameda County Council prepared PROs and CONs and candidates' information as a service to voters. Interest in the proposed rapid transit district was a natural consequence, not only because of the obvious need for planning for regional transportation but because of the relationship of a proposed regional system to AC Transit's planning for operation and financing. In addition to a summary and critique of the Bay Area Rapid Transit District (BARTD) bill, the Council's material prepared for the Ad Hoc Committee also noted bills introduced in the 1957 session to create West Bay Transit district, a San Francisco-to-Tiburon crossing, and a San Francisco Bay Area Authority.

At the end of their first year's study of metropolitan problems in the spring of 1960 the Bay Area Leagues, in agreeing on the need for a regional approach to government in the area, cited transportation as an example of a problem requiring such an approach. The second year, transit and the Golden Gate Authority were among the subjects chosen for concentrated attention.

Legislative Steps

The 1930s saw the completion of the Golden Gate and Bay Bridges which forced Bay Area cities to greater awareness of regional relationships and changed old patterns of trade, transportation and economic and social relationships of communities.

In 1951 the Legislature appropriated \$50,000 for the Bay Area Rapid Transit Study Commission to investigate rapid transit problems in the area. Two years later the Legislature appropriated \$400,000 and the nine Bay Area counties gave a total of \$350,000 for the Commission's use in studies leading to a plan and, if given voter approval, to build and operate a regional rapid transit system. The five-county district was reduced to three by the withdrawal of Marin, when an engineering review panel recommended against the placement of trains on the Golden Gate Bridge, and of San Mateo because it disapproved of some of BARTD's plans. In 1962 a bond issue of \$792 million was authorized by the voters of San Francisco, Alameda and Contra Costa counties to build a 75-mile system. Additional financing was provided through



revenue bonds including \$115 million of California Toll Bridge Authority revenue bonds to be repaid from bridge tolls. The District may levy a tax of five cents per \$100 assessed valuation for its administrative expenses as well as a tax to finance the general obligation bonds.

### A Regional Authority?

In 1958 the Bay Area Council, a cooperative business group, sponsored a study on the region's transportation problems and recommended an over-all agency to operate and manage the airports, seaports, bridges and other transportation facilities affecting trade and commerce. The following year a bill to establish a Golden Gate Authority was introduced, but the League of California Cities thought the proposed method of representation disregarded the important role of local officials. In 1961 a bill to create the Authority was introduced but died in committee. Major objections were that the Authority would be politically unresponsive and unaccountable, that it would lump together all and only the revenue-producing facilities, and that coordination and sharing of funds with other area-wide functions and agencies would be difficult if not impossible. The Bay Area Transportation Coordination Committee was formed in 1962 and published a prospectus recommending a \$4-million comprehensive transportation study of the region.

### REGIONAL CONSENSUS - 1962

The Leagues support improvement of area-wide transportation facilities.

Although the Leagues studied the various proposals and have followed the progress of the various agencies created to deal with regional transit and transportation, they have taken no position on the technical aspects of plans and systems. League positions and actions have their foundation in criteria of whether a given problem can appropriately be defined as regional, whether the proposal takes into account the relationships to other regional functions and does not foreclose eventual consolidation of regional agencies, whether decision makers are chosen so as to be politically responsive and accountable to and representative of the people, and whether the undertaking is soundly financed.

### WHAT ACTION HAVE LWVBA AND LOCAL LEAGUES TAKEN ?

Examples:

- 5/61 - LWVBA opposed formation of Golden Gate Authority.
- 1/62 - Marin Leagues offered information on rapid transit proposals to newspapers and the Board of Supervisors.
- 3/62 - Marin Leagues urged Board not to withdraw from BARTD immediately but to allow time for study of possibility that the Golden Gate Bridge could be used for trains.

- 9/62 - Leagues within the BARTD campaigned in favor of the bond issue.
- 11/62 - LWV Diablo Valley, earlier, worked to secure the winning vote of 3-2 on the Board of Supervisors, to qualify the issue for the ballot.
- 11/62 - LWVBA supported BARTD's \$792-million bond issue; provided also 15,000 PROs and CONS.
- /63 - LWV Diablo Valley opposed AB 327 which would have omitted part of eastern Contra Costa County from taxation by BARTD

### Further Developments

The Bay Area Transportation Study Commission (BATS) was created by the Legislature in 1963 to prepare by 1968, later extended to 1969, a comprehensive regional transportation plan for the Bay Area and the means of its implementation. The report was presented in June 1969; BATS was dissolved. Efforts to program implementation of the plan have been the responsibility of ABAG's Regional Transportation Planning Committee. The program will be assumed by the Metropolitan Transportation Commission when it becomes operative.

A West Bay Rapid Transit Authority was created by the Legislature in 1964 to develop a master transit plan with a financing proposal by January, 1969. In the election held in June, 1969 the voters of San Mateo County rejected the proposed transportation plan and thus terminated the WBRTA. Abandoning this proposal in its initial form cancels the rest of the master plan.

The Marin Transit District, created by the Legislature in May 1964, was approved by the voters in November, 1964. This district is to plan and operate a system that will join or be compatible with BARTD, to be financed by a property tax not to exceed five cents per \$100. The governing body is composed of the Marin Board of Supervisors plus two representatives elected by the city councils of the county. Under a Joint Powers Agreement with the Golden Gate Bridge, Highway and Transportation District they are working to establish a balanced transportation system.

The Golden Gate Bridge, Highway and Transportation District is scheduled to be free of bonded debt in 1971. It must devise a public transportation plan justifying its existence to the Legislature or recommend its own dissolution. Meanwhile the district is authorized to operate any and all modes of transportation within the district. As of now, it operates a ferry service between Marin and San Francisco. The district cannot begin any large-scale programs such as a second bridge deck until after the Legislature receives and approves the transportation plan in 1971.



Efforts to create a Santa Clara County Transit District to develop a public transportation system failed when brought to the voters of that county in September 1969 and November 1970.

For various reasons, including delays and escalating costs, BARTD was forced to appeal to the Legislature in 1969 for additional funding so that work could continue. This financial crisis was met by legislation passed in January 1970 which increased by one-half percent the sales tax in San Francisco, Alameda and Contra Costa counties.

A nine-county Metropolitan Transportation Commission (MTC) created by the Legislature was to begin operations in November, 1970. MTC is charged with assuming the past responsibility of BATS and developing a coordinated regional transportation system by June 1973, including financing methods and project priorities. In January 1974, MTC must report on the role of harbors and airports in the regional system.

#### Further Action

##### Examples:

- 1/66 - LWVBA wrote BARTD asking it to decide soon on the Oakland subway, keeping in mind adherence to good planning as well as financial savings.
- 4/66 - LWV Richmond wrote BARTD stating support of planning and of improvement of area-wide transportation, and belief that planning should consider the public welfare as well as the physical environment. The LWV expressed concern that BARTD planning in Richmond would add to social problems by creating a barrier effect on neighborhoods with surface or raised tracks.
- 6/66 - Letters sent supporting a state Senate Concurrent Resolution requesting the Golden Gate Bridge and Highway District to wait for the BATS study before deciding on a second deck.
- 6/67 - LWVBA wrote BATSC noting the need to consider the total effect on the Golden Gate Bridge if its capacity were doubled, and the need to override single-purpose district plans until regional planning for transportation indicated proper solutions for improved travel to Marin.
- 9/67 - LWVBA testified at interim hearing of Assembly Transportation Committee urging Legislature to find new financing so that entire 75-mile first stage of BART could be finished.
- 12/67 - LWVSF appeared before the Golden Gate Bridge board to oppose construction of a second deck until a full and comprehensive regional transportation program has been presented.
- 9/68 - Letters sent to governor urging that he call a special session to enact legislation that would insure financing for completion of BARTD.

- 3/69 - LWV Central Marin appeared before BATS Committee hearing to comment on the transportation solutions for Marin and the financing thereof.
- 11/69 - LWVBA wrote the Assembly Transportation Committee supporting concept of a regional transportation district in the Bay Area if provisions were included for absorption into an overall regional agency.
- 1/70 - LWVBA testified before Senate Subcommittee on Transportation in opposition to proposed Southern Crossing bridge. Letters were written by local Leagues.
- 2/70 - LWV Central Marin testified in approval of easing tolls on the Golden Gate bridge assuming that the extra money raised would go into "transit".
- 3/70 - LWV San Francisco served on panel set up by Golden Gate Bridge Highway and Transit District to study traffic patterns in the GG area.
- 8/70 - LWV South San Mateo and LWVBA wrote in support of SB 331 which would prohibit California Toll Bridge Authority from starting construction of Southern Crossing prior to statutory authorization.
- 10/70 - LWVs Central Santa Clara Valley, Los Altos-Mountain View, Los-Gatos-Saratoga and Palo Alto worked with Santa Clara County Board of Supervisors to put before the voters of the county a plan to create a county transit district. LWV Central Santa Clara Valley prepared the PRO arguments for the measure.

#### ITEM 1970-72

A COMPREHENSIVE STUDY OF THE TRANSPORTATION SYSTEMS IN THE BAY AREA

#### WHY HAVE THE LEAGUES DIRECTED ATTENTION TO THIS ISSUE?

Because of the felt need to update our study of transportation and include airports and harbors, LWVBA adopted as part of the 1970-72 program this new item on transportation. The Leagues will learn about:

The existing local and regional transportation agencies and their functions

The role of ports and airports

Solutions that have been found elsewhere

The possible solution to transportation problems in the Bay region; what are the League's criteria ?



. . . A REGIONAL APPROACH

ENVIRONMENTAL POLLUTION

ITEM 1959-60

A STUDY OF BAY AREA PROBLEMS AND THEIR POSSIBLE GOVERNMENTAL SOLUTIONS

WHY HAVE THE LEAGUES DIRECTED ATTENTION TO THIS ISSUE ?

The Legislature established the San Francisco Bay Area Air Pollution Control District in 1955 and Leagues wanted to know how this special district was structured, how it was functioning and how it was coping with the problems of air pollution control.

BAACPD, first of its kind in the nation

The nine-county district, having been created by the Legislature, was not subject to election in the area. It was automatically activated in six counties, and in the future could become operative in the three northern counties of Napa, Solano, and Sonoma on request of the boards of supervisors of these counties. BAAPCD absorbed the existing Santa Clara County Air Pollution Control District.

The San Francisco Bay Area Air Pollution Control District was set up to operate on a performance basis as opposed to a permit system and was the first regional air pollution control agency in the United States.

Early Regulations

The Leagues studied the district's operations in enforcing its first regulation, the ban on open rubbish fires. October 1956 had been set as the deadline for compliance and the district was successful in eradicating the last public dump fires by February 1959 with the exception of small private burners who were causing periodic difficulties.

Early in 1959 the second major step in Bay Area Air pollution control took place with the issuance of Regulation #2 which controls the emission of particulate matter from stationary sources. The State of California was already working to control automobile engine emissions.

## A Prototype for Metropolitan Government ?

League members learned that the Bay Area Air Pollution Control District was receiving close attention because it was considered by some to be a possible prototype for a metropolitan government. Two directors from each county, and a city councilman, formed a representative government with counties federated for the special purpose of controlling air pollution. The district was in no way to prohibit the enactment and enforcement of strict controls by the component cities and counties.

During the first year of the study, the Leagues looked into provisions for financing the district operations, finding that BAAPCD could require its member counties to levy a property tax to support its activities. The rate allowed under the act was \$0.01 per \$100 assessed valuation of all property in the district. The rate now stands at \$0.013 per \$100.

The enabling legislation also required the BAAPCD Board of Directors to create a 20-member Citizens' Advisory Council to advise and consult with the board in developing the district's program.

A Hearing Board selected by the board of directors for three-year terms, acts as the enforcement arm of the district. This board has the power of civil injunction through the Superior Court with ultimate enforcement through the sheriff of the appropriate county.

## Leagues Study Varying Governmental Structures

During both the 1959-60 and 1960-61 studies, Leagues compared the structure of the BAAPCD with the structure of the Bay Area Rapid Transit District to try to evaluate them and to develop governmental evaluation criteria. Leagues also compared these districts with the much discussed concept for a metropolitan multi-purpose special district. Leagues considered the possibility of such functions as air pollution control, rapid transit and regional planning being handled by one governing body. Members watched the debate, since settled by court decision, as to a possible conflict of interest in a governing body of a regional special district which is composed of persons who also serve as supervisors and councilmen.

Leagues explored the implications of a legislative proposal to change the Bay Area Rapid Transit District law to allow supervisors and councilmen to serve on the board of directors. Some proponents of this were also attempting to work out acceptable legislation for a regional planning district along the same lines. The hope was that after these districts were operating with constituent unit representation and at the right time, the same people could be appointed to all three boards to create a general purpose regional government for these three functions.



## REGIONAL CONSENSUS, May 1960

There is need for a regional approach to government in the Bay Area for solution of those problems which are area-wide in character. Examples of such problems are: air and water pollution, transportation, recreation, parks and open space.

### ITEM 1960-1961-1962

#### A STUDY OF BAY AREA PROBLEMS AND THEIR POSSIBLE GOVERNMENTAL SOLUTIONS.

During the 1960-61 study Leagues continued to observe the BAAPCD operations in terms of service rendered, effectiveness, responsibility, representation, financing and financial burden. Members looked at alternative methods for handling this problem and decided on criteria for making future decisions regarding governmental formats for handling regional problems such as air pollution.

Since 1961 the Leagues have kept current on this study by continued observation. There has been continuing emphasis by the district on enforcement. Budget economies and the increased tax have allowed hiring more personnel to handle surveillance and enforcement of the regulations.

## REGIONAL CONSENSUS, 1962

The Leagues of Women Voters of the Bay Area support effective air pollution control.

### WHAT ACTION HAVE LWVBA AND LOCAL LEAGUES TAKEN ?

Examples:

- 4/61 - LWVBA wrote to Assembly Committee on Municipal and County Government urging support of AB 1228, raising taxing power of BAAPCD to 2¢ per \$100 assessed valuation.
- 6/65 - LWVBA testified at hearing of U.S. Senate Public Works Committee, Sub-committee on Air and Water Pollution, in San Francisco; statement related to land fill in San Francisco Bay.
- 9/66 - LWVBA wrote to KSFO radio station commending its service of spotting smoke from an airplane to help in the fight against area smog.

### ITEM 1966-1968

#### A STUDY OF GOVERNMENTAL SOLUTIONS TO ENVIRONMENTAL POLLUTION. AIR POLLUTION.

Regulation #1 was amended to curtail agricultural burning, except for diseased and infected plants, as of November 1, 1967, and Regulation #3, controlling invisible reactive organic solvents such as paint, became effective January 4, 1968, a year after it was adopted by the board of directors. A ban on backyard burning of rubbish was put into effect January 1970 af-

ter public hearings and subsequent distribution of information to the public.

Legislation to bring Napa, Solano and Sonoma counties under BAAPCD was passed in 1970, effective July 1, 1971, puts an end to the 15-year exemption of these counties.

#### ARB and Airsheds

In 1968 a 14-member State Air Resources Board was created which has jurisdiction over automotive pollutants and is responsible for establishing minimum standards for emissions from stationary sources. The ARB designated airsheds by January 1, 1969 based on work done by the State Department of Public Health and the Bureau of Sanitation. In the Bay Area, the BAAPCD and the U.S. Weather Bureau cooperated in establishing a Bay Area airshed which now includes all nine counties. The BAAPCD will not be under the jurisdiction of the Air Resources Board, but must file its rules and regulations with the state. Emission limits may not be less restrictive than those imposed by the ARB. The 1970 review by the ARB resulted in tightening the existing standards for polluters and adopting a standard for lead for the first time. As a result stronger restrictions have been adopted by the BAAPCD.

#### REGIONAL CONSENSUS ON AIR POLLUTION, May 1968

1. Continuing support of current regional efforts of the BAAPCD to prevent and control air pollution.
2. Support measures which would provide for effective enforcement of air quality standards (i.e., fines, court cases and desist orders).
3. Encourage coordinated endeavors of state and regional agencies for control of motor vehicle emissions.

#### WHAT ACTION HAVE LWVBA AND LOCAL LEAGUES TAKEN ?

Examples:

- 12/68 - LWVBA submitted the name of an LWV member to fill vacancy on BAAPCD Citizens' Advisory Committee, who was appointed in 1969.
- 2/69 - Letters were written to BAAPCD endorsing the ban on backyard burning.
- 7/69 - LWVBA testified before the Air Resources Board urging adoption of uniform air quality standards especially in regard to motor vehicle emissions.
- 11/69 - LWV Livermore was granted permission from State and LWVBA to circulate petitions urging immediate and strong legislation to control air pollution and conduct research, and activate a letter-writing campaign.



7/70 - LWVBA and LWV Oakland wrote governor and legislators in support of BAAPCD tax limitation increase (AB 478).

7/70 - LWV Central Marin wrote in support of AB 479 which would extend BAAPCD to include Napa, Solano and Sonoma counties.

#### ITEM 1966-1968

##### A STUDY OF GOVERNMENTAL SOLUTIONS TO ENVIRONMENTAL POLLUTION. WATER POLLUTION AND SOLID WASTE DISPOSAL.

##### WHY HAVE THE LEAGUES DIRECTED ATTENTION TO THIS ISSUE ?

Our studies about air pollution and the problems of preserving San Francisco Bay as well as the open space about us brought a new awareness of the interrelationship of air, water and land and the need to safeguard these resources from further degradation. We had also seen from our LWVC and LWV-US water studies that these levels of government are very actively legislating and developing programs to encourage and implement environmental pollution controls. We needed to clarify where we could act on the regional level, and where League action may be initiated on other levels.

##### WHAT THE LEAGUE LEARNED FROM THIS STUDY

##### Water

In 1967, AB 163 provided for a new state board to be known as the State Water Resources Control Board. It combined the functions of the former State Water Quality Control Board and the State Water Rights Board but retained the nine regional boards and their regional functions. This board will continue to act as the coordinating center for the nine regional boards, review the regional boards' budget requests and act as appeals board to applicants for which a regional board has set requirements.

The San Francisco Bay Region, as defined by the State WRCB consists of portions of Contra Costa, Alameda, Santa Clara, San Mateo, Marin, Napa, Solano and Sonoma counties, and all of the City and County of San Francisco. The boundaries extend three miles into the ocean from the regional coastline and encompass the Farallon Islands. This region is under the jurisdiction of Regional Water Quality Control Board #2. The board consists of nine members. It establishes water quality standards and regulates waste discharges into the waters of the region in order to protect and enhance these waters for beneficial uses and/or to protect the public health. The first revision of water pollution laws in 20 years came with passage of legislation in 1969 which gives the state attorney general power to take civil court action against violators of standards and subjects violators to penalties up to \$6,000 per day.

In 1965 the Legislature approved AB 2380 (Porter) which authorized a comprehensive study and development of a water quality management program for the San Francisco Bay-Delta area. This was presented in 1969. The major objectives were:

To determine the present and potential future effects of waste water and drainage discharges into the waters of the Bay and Delta.

To determine the need for and the feasibility of a comprehensive multiple-purpose wastewater collection, treatment and disposal system serving the entire area, as well as other measures for maintenance of the quality of waste waters.

To develop the basic features of a comprehensive plan for control of water pollution over the 50-year period from 1970 to 2020.

This Bay-Delta Study provides a "clear focus on the critical issues, a set of well-defined concepts to guide future action and the direction of the immediate steps now required."

A bill was passed in 1969 which authorizes BCDC to make water quality control studies of the type made by the Board of Consultants to the State Water Quality Control Board.

#### REGIONAL CONSENSUS ON WATER POLLUTION, May 1968

1. Support current efforts of the S.F. Regional Water Quality Control Board to:
  - a) prevent and control water pollution, and
  - b) encourage sound long-range planning for domestic sewage and industrial wastes disposal on a regional basis.
2. Support measures to:
  - a) preserve the ecology of the waters of the Bay Area for the good of the public,
  - b) maintain proper flushing action in all waters of SF Bay.

#### WHAT ACTION HAVE LWVBA AND LOCAL LEAGUES TAKEN ?

Examples:

- 3/68 - LWV Central Santa Clara supported sewer bond issues which passed successfully.
- 8/68 - LWVBA wrote RWQCB commending their recognition of the importance of preserving the ecology of the Bay and urging that they not lower standards.
- 9/68 - LWVBA wrote U.S. Senators and federal agencies in an effort to determine who is responsible for stopping waste discharge from federal vessels into San Francisco Bay.



- 1/69 - LWV Diablo Valley appeared before Contra Costa County Board of Supervisors to protest oil spillage in San Pablo Bay and to urge action.
- 3/69 - LWVBA wrote U.S. Coast Guard for information re oil spillage and loading oil.
- 4/69 - LWV San Francisco wrote Alameda County Planning Commission and Alameda County Board of Supervisors, opposing, because of danger of water pollution, a proposed quarry close to S.F.'s water supply in Alameda County.
- 6/69 - Letters were written and LWVBA testified before the Alameda County Board of Supervisors in opposition to quarrying Apperson Ridge.
- 10/69 - LWV San Francisco apprised S.F. Board of Supervisors Surplus Property Committee of concern with regard to waste disposal in its plans for Alcatraz Island.
- 10/69 - LWVBA, together with LWVC, sent a statement to the National Water Commission hearing in L. A. re water problems in the Bay-Delta area.
- 11/69 - LWV San Francisco urged the members of the Health Committee of the S.F. Board of Supervisors to see that the city comply with waste discharge requirements of the RWQCB as quickly as possible.
- 4/70 - LWVBA testified before the RWQCB urging strict compliance with the Porter-Cologne Act in treating violators.
- 8/70 - LWVBA appeared before RWQCB to support its resolution regarding waste discharge from watercraft.
- 9/70 - LWVs in Alameda County supported EBMUD's bond measure for sewage treatment facilities expansion.

### Solid Waste

The disposal of solid waste has become a major problem for most urban areas due to the increase in population and the by-products of modern living. Thousands of tons of garbage are collected in the Bay Area daily. The most prevalent method used by the cities and counties to dispose of this waste is the "cut and fill" method wherein solid wastes are dumped into canyons or behind diked areas in the Bay after which earth is spread over. Disposal sites are growing ever more scarce in the Bay region and efforts are being made to discover new methods in the treatment of solid wastes.

### REGIONAL CONSENSUS ON SOLID WASTE, May 1968

1. Support regional planning relating to solid waste disposal.
2. Support consideration in planning of advanced methods of treatment and disposal.

WHAT ACTION HAVE LWBVA AND LOCAL LEAGUES TAKEN ?

3/70 - LWBVA appeared before East Bay Municipal Utility District to suggest a feasibility study of solid waste disposal be included as part of the district's study of water quality improvement.



. . . A REGIONAL APPROACH

PARKS and OPEN SPACE

ITEM 1963-1964

EVALUATION OF LAND USE IN THE BAY AREA WITH FOCUS ON PARKS,  
OPEN SPACE AND SHORELINES

WHY HAVE THE LEAGUES DIRECTED ATTENTION TO THIS ISSUE ?

The Leagues learned that in a rapidly developing area many uses compete for available land, with economic priorities often favoring uses other than recreational; that parks, open space and shoreline must be reserved soon or they will be permanently lost.

Wholesome outlets for leisure hours of an increasing metropolitan population are necessary. Open space must exist to fill this need, to guard against threats to mental health and to abate other social problems.

Reviewed in the study were such large nearby natural reserves as existing parks, military lands, watershed lands, agricultural lands, vineyards, orchards, and other farm areas which are buffers between densely built up areas; marshlands, shorelines of both San Francisco Bay and rivers that flow into the Bay, and open water (one of our most refreshing open spaces). Leagues learned that these open spaces were vital not only for the region's recreational needs, but to conserve natural resources, as a reserve for unpredictable future needs, as well as to maintain agricultural production near city markets. Open spaces are also needed to prevent the sprawl of new developments into the countryside and the resulting wasteful extension of services, and to provide a sense of rural life within view of urban dwellers.

Of particular concern to the Leagues was the future of San Francisco Bay. The Bay is significant not only for aesthetic reasons but also for its modifying effect on land and air temperatures and for its economic importance to the region; for trade and shipping, for extractive industries (salt, oyster shells, etc.), for assimilation of waste, for the \$70 - million-dollar business created by fishermen, duck hunters and boat owners.

These factors are counterbalanced by the fact that "about 70% of the Bay is less than 28 feet deep at low tide, and approximately half of it is considered susceptible of reclamation. Since much of this water is adjacent to main traffic arteries, and industrial and population centers, the scarcity of land in these areas make reclamation attractive economically despite the cost."

Since ownership of the Bay is divided among many jurisdictions (cities, counties, state and federal) and private investors, a coordinated approach to planning for the best use of the Bay, in terms of human values and economic values, appeared possible only if the state were to take action.

#### REGIONAL CONSENSUS, May 1964

Support of measures intended to insure adequate parks and open space.

Support of a moratorium on Bay fill until a regional plan is achieved.

#### WHAT ACTION HAVE LWVBA AND LOCAL LEAGUES TAKEN ?

Action in this field marked the "coming of age" of LWVBA, and the beginning of a significant role for LWVBA in regional affairs.

Examples:

#### San Francisco Bay Study Commission

- /63 - LWVBA letters to Assemblymen Petris and Meyers and to Senator McAteer expressing interest in reactivating their defeated bills on Bay fill, letter to Governor Brown asking inclusion of legislation on Bay fill on the special call for the 1965 Extraordinary session of the Legislature.
- 3/64 - LWVBA letter and telegram to Senate Governmental Efficiency Committee supporting McAteer bill creating S.F. Bay Study Commission, but not providing a moratorium on Bay fill.
- 7/64 - LWVBA letter to Governor Brown, submitting name of LWV member as appointee to SFBSC.

#### Establishment of Bay Conservation and Development Commission

- 11/64 - LWVBA testified before SFBSC, giving position that the public interest in the Bay is diverse - economic, aesthetic, recreational, climatic - and requires coordination among all levels and interests; stated need for a strong master plan; recommended a Bay review board to limit Bay fill projects and a moratorium on granting any new lands from state "in trust" during plan preparation; suggested that the study should include a proposal for an effective governmental instrument to implement plans affecting the Bay and to coordinate with other agencies; asked that consideration be given to tax structure leading to sharing of costs and benefits equally among local governments; expressed pleasure that SFBSC included many thoughts expressed by LWVBA.
- 2/65 - LWVBA invited to speak in support of McAteer bill creating BCDC before the Senate Committees on Governmental Efficiency and Finance.



### Bay Fill

- 3/64 - LWVBA testified before Assembly Committee on Natural Resources, Planning and Public Works giving support to Petris bill providing a moratorium on Bay fill; letter to Assemblyman Z'Berg supporting his bill as necessary adjunct to regional planning and moratorium on Bay fill; supported bill stating that a three-year moratorium would not count as part of the ten-year period within which cities must improve tideland grants or forfeit rights to them.
- 4/64 - LWVBA testified before Assembly Committee on Natural Resources, Planning and Public Works giving support to Petris bill providing a moratorium on Bay fill; letter to Assemblyman Z'Berg supporting his bill as necessary adjunct to regional planning and moratorium on Bay fill; supported bill stating that a three-year moratorium would not count as part of the ten-year period within which cities must improve tideland grants or forfeit rights to them.
- 1/65 - LWVSE stated before the Supervisors' Committee on Health and Welfare its protest to extension of Bay fill operations and dumping purposes.
- 3/65 - LWVBA, with LWVUS approval, wrote to U. S. Army Corps of Engineers opposing the Port of Oakland's filling up to the San Francisco County line.

### Parks

- 7/63 - LWVBA testified before the State Recreation Commission's meeting on regional recreation problems in the Bay area.
- 10/64 - LWVBA testified before Assembly Interim Committee on Natural Resources, Planning and Public Works in support of feasibility studies for establishment of Forts Berry, Cronkhite and Baker as state parks.

### Planning for Open Space

- 7/64 - LWVBA testified in San Jose before Assembly Interim Committee on Natural Resources, Planning and Public Works on shoreline development of the South Bay, opposing sub-regional plans made without considering needs of the entire Bay Area and urging search for a regional plan and program for its administration and implementation.
- 4/65 - LWV Oakland protested to the Alameda City Council against the development of some 1,000 acres of marsh and tidelands off Bay Farm Island stating that this was piecemeal planning, premature to a comprehensive regional plan, and questionable land use in the environs of a jet airport.

### ITEM 1964-65

The study was continued with a slightly different focus:

EVALUATION OF LAND USE IN THE BAY AREA WITH FOCUS ON  
1) PARKS, OPEN SPACE AND SHORELINES AND 2) EXAMINATION  
OF ALL GOVERNMENTAL STRUCTURES, PRESENT OR PROPOSED,  
CONCERNED WITH DEVELOPING AND IMPLEMENTING A BAY AREA  
REGIONAL PLAN.

## WHY HAVE THE LEAGUES DIRECTED ATTENTION TO THIS ISSUE ?

LWVBA position on the need for a regional approach to government was reaffirmed by the former studies when it became apparent that both regional planning and improved programs for acquiring parks and preserving open space were dependent upon many and varied arms of government. In the case of San Francisco Bay, only a regional entity could produce a plan and provide machinery for the conservation and development of the Bay.

### REGIONAL CONSENSUS, 1965

A multi-functional mechanism should be established by law to coordinate the solution of regional problems in the San Francisco Area.

## WHAT ACTION HAVE LWVBA AND LOCAL LEAGUES TAKEN ?

Examples:

### Bay Conservation and Development Commission

- 4/66 - LWVSF arranged Bay cruise, focusing on BCDC.
- 10/66 - Local Leagues and LWVBA with other groups co-sponsored the second annual Foothill regional conference, Competition For The Bay.
- 3/67 - LWVBA wrote Governor Reagan urging continuation of BCDC appointees for continuity and benefits of experience.
- 6/67 - LWVBA opposed bill permitting certain city fill projects to qualify for exemption from BCDC control.
- 7/67
- 12/67 - LWVSF opposed proposed resolution to exclude Hunter's Point Reclamation District from BCDC control; involved Board of Supervisors and its State and National Affairs Committee.
- 3/68 - Call to Action to support Miller bill extending powers of BCDC to control Bay fill for the life of the Commission; LWVBA letters to Miller, BCDC, Senate Governmental Efficiency Committee; testified before Committee.
- 4/68
- 2/69 - LWVBA letters to legislative committees supporting bill to extend powers of BCDC until permanent bill is passed.

### Bay Fill

- 12/66 - LWVBA spoke to BCDC urging deferment of proposals to fill the Bay until a Bay development plan has been completed.
- 10/67 - LWVSF opposed airport fill proposal before Supervisors' Planning and Development Committee.
- 1/69 - LWVs Central and Southern Marin letter to BCDC opposing filling and developing Heerdt Marshland at the mouth of Corte Madera Creek.



## Parks

- 4/66 - LWV Livermore asked Alameda Supervisors to support designation of Arroyo del Valle as recreation area on County General Plan.
- 6/66 - LWV Richmond wrote East Bay Regional Park District urging development of shoreline parks in west Contra Costa County area because public has little access to the Bay.
- /67 - LWVBA congratulated William Penn Mott, Jr. on becoming State Parks and Recreation Director and Irwin Luckman as General Manager of the EBRPD; supported 5¢ extra tax for EBRPD; wired Committee on Natural Resources, Planning and Public Works supporting the three riding and hiking trail bills affecting areas in the nine Bay area counties: Mt. Diablo, Skyline, Mt. St. Helena; wrote EBRPD supporting acquisition of property in Wildcat Canyon area of west Contra Costa County.
- 10/68 - LWV Hayward opposed Pacific Gas and Electric Company's transmission poles in Coyote Hills Regional Park.
- 1/69 - LWV Fremont supported establishment of a wildlife preserve on shoreline area of Alameda, Santa Clara and San Mateo counties before the Fremont City Council.

## Planning for Open Space

- 8/67 - LWV Oakland appeared before City Council, requesting support in urging Port of Oakland to form a citizen's committee to study recreational potential of Oakland shoreline, stating that local governments have responsibility for planning, acquisition and development and operation of locally important open space and shoreline recreation areas as part of a comprehensive regional recreation plan.
- 12/67 - Alameda LWV City Council expressed concern to Supervisors that there would be weakening of proposed zoning regulations relating to restriction on signs along county roadways (especially scenic highways), that proliferation along scenic routes does nothing to enhance their beauty, and, in the interest of open space preservation, should be controlled.
- 1/68 - LWV Napa wrote County Planning Commission supporting proposed agricultural preserve zone for upper Napa Valley as key element in long range, orderly planning for land use; also supported use of Williamson Act which offers relief to agricultural owners who wish to continue present use for ten years.

- 7/68 - LWV Oakland letter to Port of Oakland opposing airport expansion on fill before regional studies are complete and commenting on open space and recreation aspects of the preliminary master plan development.
- 10/68 - LWVBA letter to East Bay Municipal Utility District commending their excellent plans for future land use.
- 1/69 - LWVBA letter to Alameda County Board of Supervisors stating that a freeway interchange plan for land use control is necessary to prevent exploitation of two scenic routes, 580 and 680.
- 2/69 - LWV Hayward letter to Supervisors urging land use plan.

#### INTERPRETATION OF POSITIONS

Because of high League interest, particularly in light of the need for BCDC to become a permanent regulatory agency, and the frequent need to take action consistent with our positions, the League position required interpretation. One support position specifically related to the subject, "support of a moratorium on Bay fill until a regional plan is achieved." Other position statements were used as bases for action as well as League activity on this issue dating back to 1963. The LWVBA Board in May, 1969 agreed that the following statements accurately set forth LWVBA's position concerning criteria for a regional agency to regulate the Bay:

In order to preserve and enhance the San Francisco Bay, we support:

1. Continuation of the Bay Conservation and Development Commission until or unless its functions are incorporated into a multi-functional regional organization.
2. Extension of BCDC's present jurisdiction over regulation of shoreline areas such as tidelands, marshlands, and salt ponds.
3. Development of facilities for recreational activities on the Bay; preservation of open space and development of parks on the shoreline; and maximum feasible public access to the Bay along the shoreline.
4. The concepts of the BCDC Bay Plan.
5. Measures to legally insure BCDC's regulatory powers, including the power of eminent domain.

#### WHAT ACTION HAVE LWVBA AND LOCAL LEAGUES TAKEN ?

Examples:

##### Bay Conservation and Development Commission

- 2/69 - LWVBA agrees to cooperate with Citizens' Alliance to Save San Francisco Bay, LWVBA testified before commit-



tees of both Houses of the Legislature, and wrote many letters to legislators. LWVBA wrote to Leagues throughout the state asking for their support on an individual basis. Call to Action to support bills extending the life of BCDC. Local Leagues wrote letters to legislators, passed petitions, and urged their local jurisdictions to support the legislation. Many wrote letters to the editors of their local papers.

#### Parks

8/69 - LWVBA letters to EBRPD and PUC urging that every effort be made to further reconsider the route of power lines through Briones Regional Park.

LWV Diablo Valley letter to PUC urging placement of lines next to those already existing on shores of Briones reservoir.

3/69 - LWVBA testified before Alameda County Board of Supervisors in opposition to the quarrying proposal on Apperson Ridge adjacent to Sunol Regional Park; 11/69 letter commending their vote to deny permit.

LWVSF letter to Alameda Planning Commission pointing out threat to San Antonio Reservoir, and San Francisco's water supply if quarrying on Apperson Ridge is allowed.

9/69 - LWVs Central and Southern Marin, with LWVUS permission, cooperate with Save Our Seashore, to obtain 11/69 federal funding to purchase land to complete Point Reyes National Seashore.

LWVBA Call to Action to Save Point Reyes: LWVBA and local Leagues write Senators, Congressmen, President Nixon and members of his staff and Cabinet, Congressional committees; circulate petitions, and write letters to the editor of local papers.

4/69 - LWV Los Gatos-Saratoga opposed a quarry permit.

#### Planning for Open Space

9/69 - Leagues of San Mateo County push for regulations to prevent indiscriminate logging off Skyline Boulevard.

#### ITEM 1968-1970

EVALUATION OF CURRENT PROPOSALS RELATIVE TO REGIONAL GOVERNMENT.

#### WHY HAVE THE LEAGUES DIRECTED ATTENTION TO THIS ISSUE ?

Since problems centering about preservation of our environment, including preservation of San Francisco Bay, planning

for open space and development of parks, are regional in nature, a study concerning regional organization must encompass these concerns.

#### REGIONAL CONSENSUS, May 1970

The League of Women Voters of the Bay Area supports:

Regional planning as a basis for all area-wide activities  
Conservation and development of the Bay to enhance and preserve the San Francisco Bay.

Measures intended to insure adequate parks and open space  
Governmental participation in advisory agencies established for discussion of Bay Area problems.

The establishment of a regional government for the nine Bay area counties which includes:

The power of eminent domain.

Development of a regional plan,

to coordinate all planning in the Bay Area,

to create an environmental quality favorable to the entire Bay Area, that considers physical and social needs and maintains local identity,

to include as planning elements:

conservation and development of the Bay and its shoreline,

parks and open space.

#### WHAT ACTION HAVE LWVBA AND LOCAL LEAGUES TAKEN ?

Examples:

##### Bay Conservation and Development Commission

6/70 - LWVBA telegram to Army Corps of Engineers urging retention of environmental criteria in the planning process.

7/70 - LWVBA letter to Senate Governmental Organization Committee, asking approval of bill providing for alternates of BCDC commissioners in order that BCDC may be more effective.

##### Bay Fill

3/70 - LWVBA letter to BCDC urging denial of Richardson Bay Plan presented by the Marin County Planning Commission stating that the large amount of fill set a dangerous precedent for other jurisdictions and was not essential to the development of the area.



- 4/70 - LWVBA, with LWVUS permission wrote to commanding officer of Alameda Naval Air Station urging a public hearing re dredging and filling plans; letter to the President's Council on the Environment, protesting the failure of the Navy to do so.
- 6/70 - LWVBA letter to BCDC, protesting that the restaurant, boatel and floating home development to be built on partial fill bayward of Emeryville denies public access to the water and restricts the amount of "open space" on the Bay available to the public.
- 10/70 - LWVBA opposed the Ferry Port Plaza Development, on the San Francisco waterfront before BCDC on grounds that the proposal was not sufficiently water-oriented to warrant fill.
- 10/70 - LWVBA letter to BCDC stating that the City of Oakland plan to build a service yard on San Leandro Bay violates the Bay Plan in that it is not water-oriented and the area should be used for recreation.  
LWV Oakland testified before BCDC that Oakland Land Use Plan as well as the Bay Plan reserve San Leandro Bay shoreline for park and recreation use and urged denial of permit.
- 11/70 - LWV Southern Marin testified against filling a marshland for road development in Mill Valley.

#### Parks

- 9/70 - LWV South San Mateo supports organization of a Mid-Peninsula Regional Park District, comprising parts of San Mateo and Santa Clara counties; LWVBA urges that provision be made that the new district would become part of a possible regional organization.
- 10/70 - LWVBA and LWV Palo Alto spoke before the Palo Alto City Council in support of Planning Commission recommendations for acquiring a substantial amount of park land.

#### Planning for Open Space

- 5/70 - LWVBA Call to Action to support Marks bill which provided that open space planning responsibility be vested in a regional agency similar to BCDC. Leagues wrote to legislators; LWVBA testified before legislative committees.
- 9/70 - LWV Livermore testified before Alameda County Planning Commission urging that an open space element be included in the County General Plan.
- 9/70 - LWVBA supported the East Bay Municipal Utility District's Land Use Plan before the Board of Directors.

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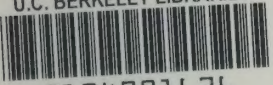
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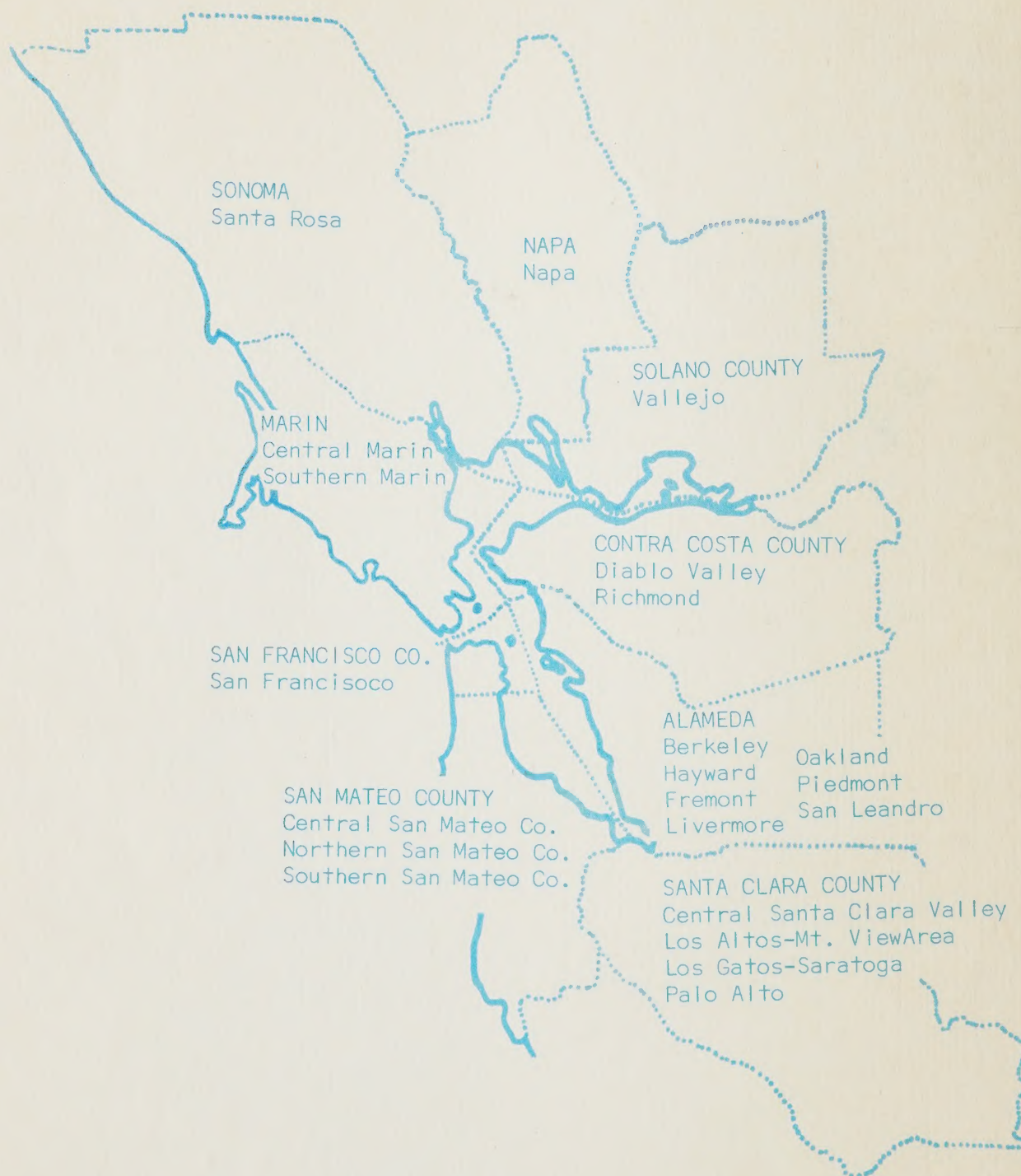


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## SAN FRANCISCO BAY AREA